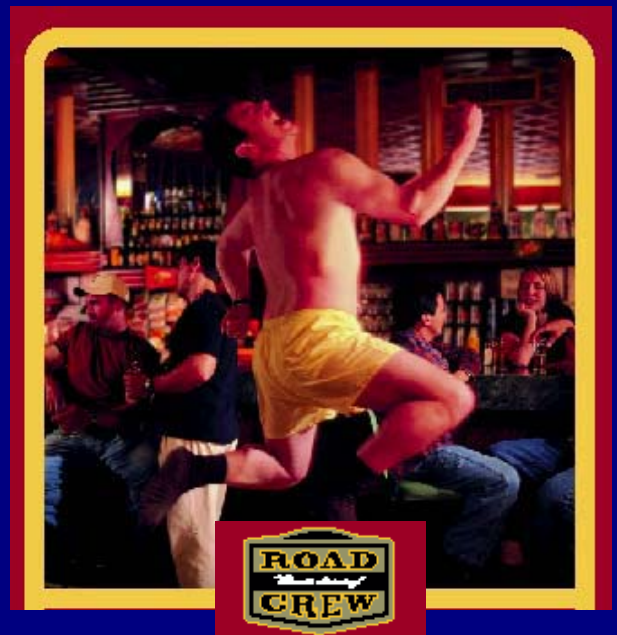


State of Wisconsin

Alcohol & Other Drug Countermeasures

2004



Program 04-03 ALCOHOL and OTHER DRUGS (AOD) COUNTERMEASURES

I. GOALS and OBJECTIVES

A. Goal

To decrease the number of alcohol- and drug-related motor vehicle crashes to 8,400 by 2004, 8,200 by 2007 and 8,000 by 2009, and to decrease the resulting deaths and incapacitating (A) injuries to 1,219 by 2004, to 1,023 by 2007 and to 845 by 2009.

1994 Baseline = 10,297 crashes and 1,987 deaths and incapacitating injuries

B. Objectives:

Objective 1: To decrease the number of motor vehicle fatal and injury crashes that are alcohol- or drug-related to 240 fatal crashes and 4050 injury crashes by the end of 2004. **

Performance Measure: The annual number of motor vehicle fatal and injury crashes that are alcohol or drug-related. "Alcohol-related" is defined as "...a crash in which at least one driver, pedestrian or bicyclist involved was listed on the crash report or by the coroner as having drunk alcohol before the crash."

***Information about drug contribution to MV crashes is incomplete due to limited staff at the State Lab of Hygiene and a policy to limit testing to AC's above the legal limit.*

Baseline: In CY 1994, 253 MV fatal crashes were alcohol- or drug-related and 5,399 injury crashes were alcohol- or drug related. Three-year averages for 1994-1996 were 264 and 5,266

Status: In CY 2002, 275 MV fatal crashes and 4,559 injury crashes were alcohol- or drug related. Three-year averages for 2000-2002 were 271 and 4,596.

Objective 2: To decrease the number of alcohol- or drug-related crashes by 2% to 8,726, deaths in these crashes by 3% to 290 and incapacitating (A) injuries in these crashes by 2% to 1,322 from 2000-2002 averages by the end of 2004.

Performance Measure: The annual number of alcohol-related motor vehicle crashes, incapacitating injuries and deaths reported to the DMV for the calendar year (plus 30 days for deaths).

Baseline: The CY 1994-1996 three-year average for alcohol-related crashes was 9,929, deaths was 285 and incapacitating injuries was 1,702

Status: The CY 2000-2002 three-year average for crashes is 8,904, deaths is 299 and incapacitating injuries is 1,349.

Objective 3: To decrease the number of driver fatalities with ACs of 0.10 or greater to 154 by the end of 2004.

Performance Measure: Number of drivers killed and who were tested for AC whose test showed AC of 0.10 or greater. (We do not include A-injuries in this objective because the AC data for injured drivers is so incomplete that it under represents the problem).

Baseline: In CY 1994, 153 drivers killed and tested had an AC of 0.10 or greater. Three-year average for 1994-1996 was 154.

Status: In CY 2002, 180 drivers killed and tested had an AC of 0.10 or greater and the 2000-2002 3-yr average was 169.3.

Objective 4: To provide information to 10,000 to 1,000,000 people by 30 September 2004 .

Performance Measure: Number of members of the legal community (prosecutors, judges, defense counsel) having direct contact with the U.W. Law School.

Baseline: In CY 1994, 5,000 to 500,000 people were reached.

Status: In CY 2002, 10,000 to 1,000,000 people were reached by interviews with media coverage, newsletters, conferences, workshops, hearing testimony and other contact.

Objective 5: To train 1,000 traffic enforcement officers in SFST, 50 officers in mobile video camera technology, 400 officers in advanced SFST, and 25 officers as DREs, and to expand DITEP program into 15 communities by 30 September 2004 .

Performance Measure: 'the number of traffic officers successfully completing the various types of training, and the number of communities participating in the training and DITEP program during the calendar year.

Baseline: In CY 1994, WI provided SFST training and had begun to require it of all officers participating in Highway Safety-funded alcohol enforcement projects.

Status: In CY 2002, 900 officers completed SFST training, 496 officers completed advanced SFST training, 16 DREs were certified and 5 communities completed DITEP training.

C. Related National Goals:

USDOT national impaired driving goals:

- to reduce the rate of alcohol-related highway fatalities per 100 million vehicle miles traveled to 0.53 by 2004;
- to reduce alcohol-related fatalities to no more than 11,000 by 2005.

The National Public Health Plan objectives for the Year 2010:

- to reduce alcohol related deaths in motor vehicle crashes by 33% from 6.1 per 100,000 population to 4 per 100,000 population,
- to reduce alcohol-related injuries by 47% from 122 per 100,000 population to 65 per 100,000 population.

II. ESTIMATED BUDGET

ALCOHOL and OTHER DRUGS FUNDS 03						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
04-03-01	Program Management	160,000	10,000	10,000	180,000	40,000
04-03-02	Saturation Patrol-Mobilizations	370,000	5,000	182,500	557,500	370,000
04-03-03	Alcohol Community	137,000	5,000	31,250	173,250	137,000
04-03-04	Evaluation - Surveys	70,000	5,000	0	65,000	17,500
402 TOTAL	(AL)	737,000	25,000	223,750	985,750	564,500
04-41-01	Alcohol PI&E	278,700	10,000	53,500	342,200	139,350
04-41-02	PI&E & Outreach	250,000	10,000	67,000	327,000	54,620
04-41-03	Drugs That Impair	95,000	5,000	90,000	190,000	235,000
04-41-04	Enforcement Training	120,000	5,000	889,600	1,014,600	120,000
04-41-05	Repeat Offender & ISP	125,000	5,000	2,000	132,000	125,000
410 Total	(J8)	868,700	35,000	1,102,100	2,005,800	673,970
04-03-05	Safe Ride Program C/O	275,000	3,000	10,000	288,000	250,000
04-03-06	Evaluations C/O	140,000	35,000	17,500	192,500	100,000
164 Incent	(164AL)	415,000	38,000	27,500	480,500	350,000
State 568	Pre-trial Intervention	0	779,400	12,470	779,400	779,400
State 531	Safe Ride Programs	0	140,143	10,000	137,570	137,500
State Total	(531 and 568)	0	919,543	22,470	916,970	916,970
TOTAL	ALL FUNDS	2,030,950	1,017,543	1,375,820	4,414,063	2,508,013

Note: The Alcohol Mobilizations and Sustained Enforcement are jointly funded and administered with the PTS program.

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

In a 2002 telephone survey of a sample of 750 licensed drivers randomly distributed throughout Wisconsin, nearly all respondents felt that impaired driving was a serious problem and more than half felt that it was a very serious problem in Wisconsin.

A. Magnitude and Severity of the Impaired Driving Problem

Alcohol Impaired Driving

Alcohol intoxication is the principal drug addiction in many countries of the world. It affects all age groups, both sexes and almost all social groups. Mortality associated with acute alcohol poisoning on its own is exceptional, but it can also be an important factor if it coexists with recreational drugs.

Impaired driving is the most frequently committed violent crime in America. Every 33 minutes, someone in this country dies in an alcohol-related crash.

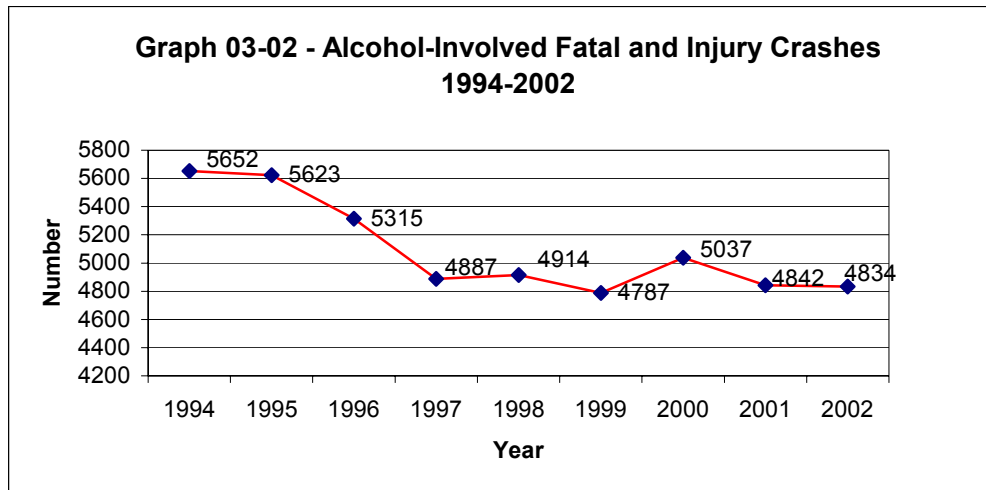
Alcohol is the single greatest driver contributing cause of fatal crashes in Wisconsin. On the average, one person was killed or injured in an alcohol-related crash every 76.8 minutes on Wisconsin roadways in 2002. Even small amounts of alcohol can affect transportation-related performance.

Table 03-01 -- WISCONSIN ALCOHOL CRASH DATA 1994-2002											
ALCOHOL CRASH EFFECTS	1994	1995	1996	1997	1998	1999	2000	2001	2002	94--96 3-yr av	00-02 3-yr av
Alcohol-Related Crashes	10,279	10,170	9,338	8,627	8,475	8,446	9,088	8,675	8,922	9,929	8,904
Alcohol-Related Fatalities	278	282	295	309	282	270	301	304	292	285	299
Alcohol-Related Injuries	8,039	7,890	7,496	6,797	6,850	6,563	6,827	6,586	6,570	7,808	6,664
Alcohol-Related A-Injuries	1,853	1,692	1,560	1,378	1,383	1,331	1,356	1,319	1,371	1,702	1,349
Total K&A	2,141	1,974	1,855	1,687	1,665	1,601	1,657	1,623	1,663	1,987	1,648

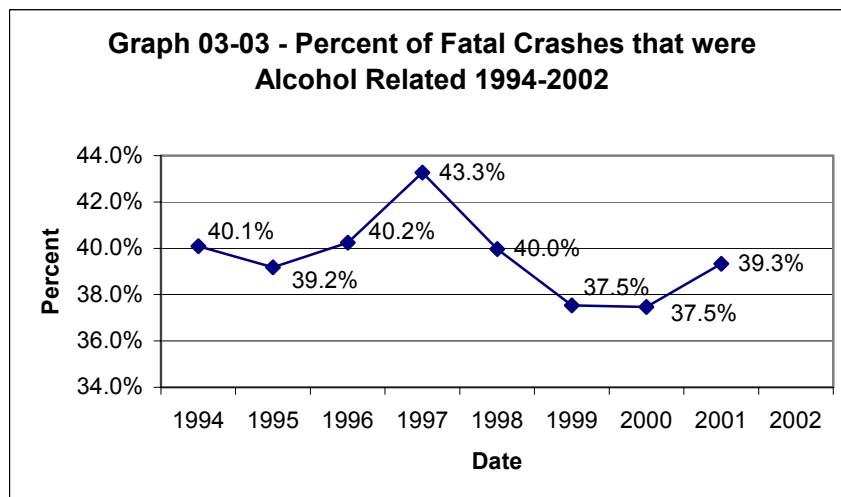
Source: WisDOT Crash Database

Alcohol Crashes

In 1983, 20,216 alcohol-related crashes occurred in Wisconsin. This number has decreased by 56% to 8,922 in 2002. Alcohol-involved crashes have declined by 828 (15%) from our base year of 1994 to 2002, but they have increased by 247 (3%) from 2001 to 2002: In 2001, alcohol was a factor in 7.1% of all crashes and 39.6% of fatal crashes. In 2002, it was a factor in 7% of crashes and 38% of fatal crashes.



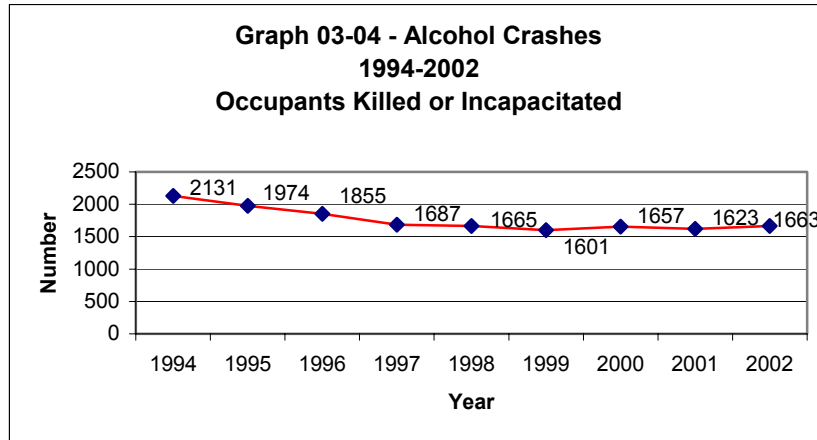
Nationally in 2002, alcohol-related deaths rose 3% over 2001, the third straight increase after a decade of decline. Since 1982, injuries had declined by about one-third, and the number of people who died in alcohol-related crashes was essentially unchanged -- 16,652 in 2001. In Wisconsin, fatalities in alcohol-related crashes have increased by 14 (6%) since 1994, but decreased by 12 from 2001 to 2002:



About 40% of Wisconsin's fatal crashes are alcohol-related and while the percent has varied from year to year, there has been no clear downward trend since 1994.

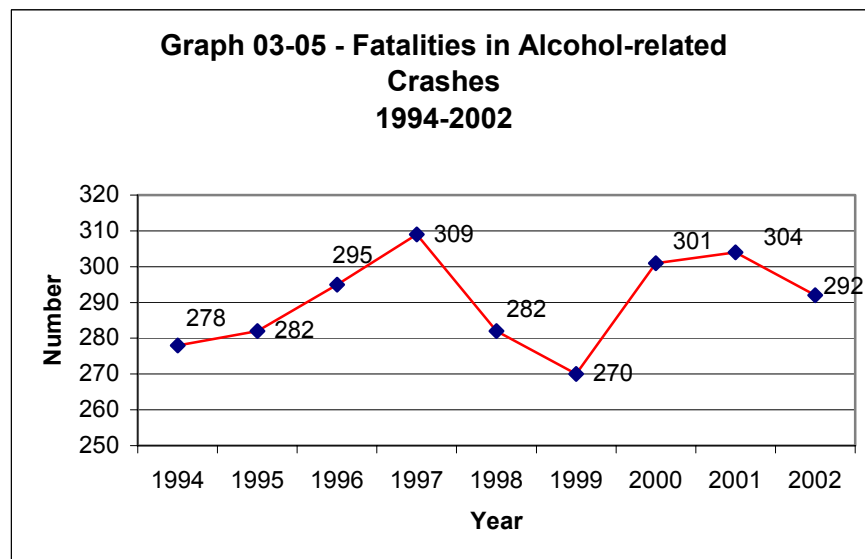
Alcohol Fatalities and Injuries

The number of occupants killed or incapacitated in alcohol crashes has decreased by 468 (22%) from 1994 to 2002. This downward trend continued until 1999, and after that has generally trended upward. In 2002, alcohol was a contributing circumstance in 292 deaths; this represents 38% of all traffic fatalities. Alcohol-related fatalities have decreased by 27% since 1983, when there were 417 such fatalities.

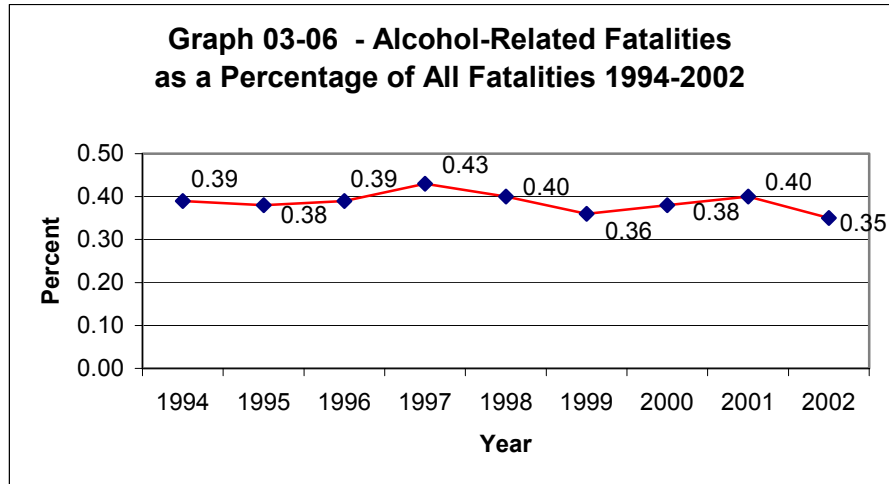


Injuries

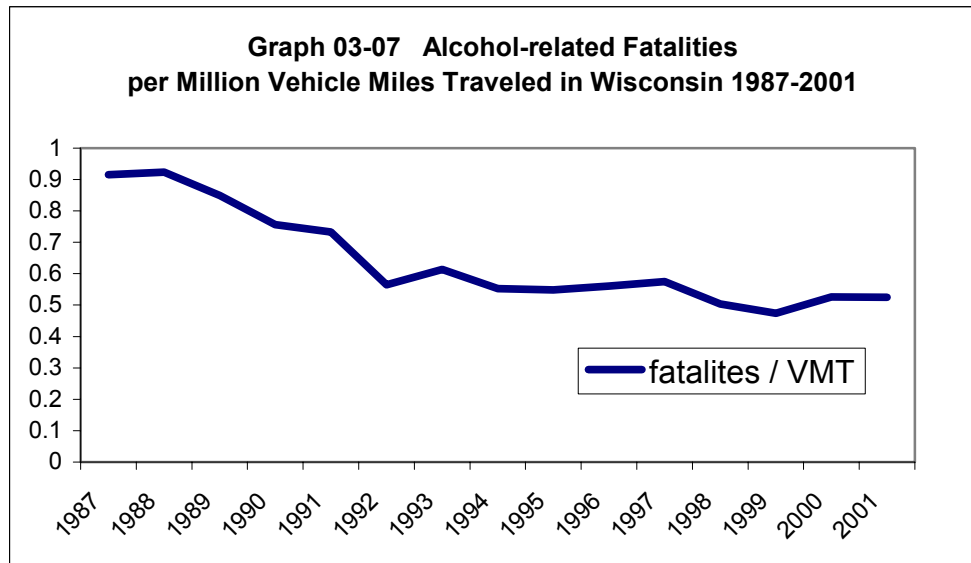
During 2002, 6,576 injuries were reported in alcohol-related crashes. This represents 11% of all crash injuries. Alcohol-related injuries have decreased by 54% since 1983, when there were 14,282 such injuries.



In Wisconsin, while the percentage of alcohol-related fatalities has decreased by 4% from 1994 to 2002, the variation from year to year has averaged 4%, so no clear trend can be identified. Nationally, the percentage of alcohol-related traffic fatalities remained at 40% of the total from 2000 to 2001.



In 2002, Wisconsin experienced 0.5 alcohol-related fatalities per 100 million vehicle miles traveled and 18.49 alcohol-related fatalities per 100,000 population. The declining slope of the rate of alcohol crashes per HMVMT relates more to the nearly geometric increase in miles traveled than to any real change in alcohol crash incidence.



The greatest gains in the fatality rate per HMVMT occurred in the late 1980's through early 1990's. Since 1994, the rate has ranged from 0.47 to 0.58 but has averaged .53, with only a slight downward trend.

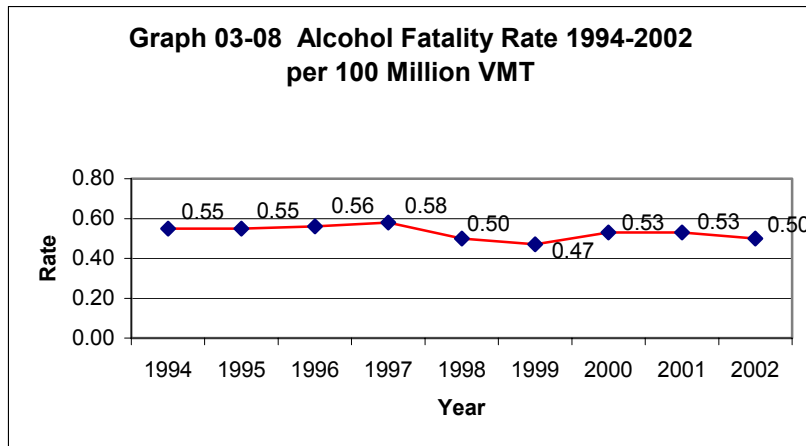


Table 03 09 -- WI DRINKING DRIVERS IN CRASHES 1996-2001							
	1996	1997	1998	1999	2000	2001	3-Yr Av. 1999-2001
Drivers in Crashes	9,381	8,609	8,444	8,491	9,135	8,702	8,776
Rate/1,000 Drivers in Crashes	40.8	39.6	39.9	38.8	39.0	41.4	40.0

Alcohol Crash Costs

In Wisconsin in 2002, preliminary estimates indicated that alcohol related crashes resulted in about \$525 million in economic losses. This represents about 19% of the estimated total economic loss due to motor vehicle crashes in Wisconsin. The societal costs of alcohol-related crashes in Wisconsin averaged \$0.70 per drink consumed. People other than the drinking driver paid \$0.40 per drink for these crashes. Alcohol-related crashes accounted for an estimated 13% of Wisconsin's auto insurance payments. Reducing alcohol-related crashes by 10% would save \$60 million in claims payments and loss adjustment expenses annually. (Source NHTSA, 2001)

B. Risk Factors for Crash Involvement and Injury

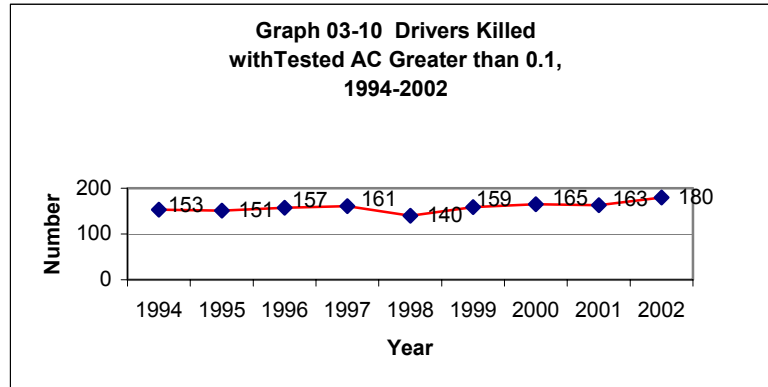
Alcohol Consumption in Wisconsin/Cultural Norms

Wisconsin leads the nation in the percentage of adults who drink alcohol, according to a study at the Centers for Disease Control and Prevention in Atlanta. In 1982, Wisconsin was number one nationally in beer consumption per capita, but dropped to seventh by 2000. (Beverage Industry Sources quoted by "Beer Drinkers of America," April 1994; Wisconsin Alcohol Traffic Facts Book 2000)

In the 1999 Behavioral Risk Factor Survey (BRFS) released in May 2002, Wisconsin led all states in the percentage of adults (19.6%) who said they have had five or more drinks in a single sitting in the last month, or "binge drinking". The results of the drinking survey came as no surprise to most Wisconsin residents. The state led the nation in drinking in the last two BRFS studies, as well.

Alcohol Concentration (AC)

Even at ACs as low as 0.04%, alcohol affects driving ability and crash likelihood, according to “Zero Alcohol,” *Transportation Research Board Special Report #216*. The probability of a crash begins to increase significantly at 0.05 AC and climbs rapidly after about 0.08%. The official position of the State Medical Society of Wisconsin is that significant impairment occurs at 0.05 AC.



In 2002, of the 559 drivers who died in crashes, 457 were tested for alcohol and of those tested, 180 (39.4%) were legally intoxicated (i.e., 0.10 AC or higher).

For drivers with AC's above 0.15% on weekend nights, the likelihood of being killed in a single-vehicle crash is more than 380 times higher than it is for non-drinking drivers. In Wisconsin, 11% of surviving drivers in fatal crashes tested at over 0.10 AC, while the National average was 9% of surviving drivers. *NHTSA Traffic Safety Facts* (1999). In 2002, 16% of tested pedestrian fatalities and 30% of tested motorcycle operators killed in crashes had an alcohol concentration of 0.10 % AC or higher.

Gender

In Wisconsin crashes involving men are much more likely than those involving women to be alcohol-related. Among fatally injured drivers in 2002 tested for AC, 45% of men and 26% of women had AC's of 0.10% or more. Alcohol involvement above a 0.10 AC for fatally injured drivers is highest for men age 35-44.

Age

Table 03-11 Wisconsin Driver Age and Crash Involvement 2002								
Age	Population	% Total	Number Licensed	% Total	# in Crashes	% Total	Drinking Drivers	% Drinkers
10-14	403,074	7.5%	0	0%	170	0.1%	5	0.0%
15-19	407,195	7.6%	222,923	5.8%	31,196	14.2%	988	11.1%
20-24	357,292	6.7%	343,995	9.0%	28,777	13.1%	2,171	24.4%
25-34	706,168	13.2%	675,336	17.6%	37,738	17.9%	2,217	24.9%
35-44	875,522	16.3%	827,257	21.6%	37,708	18.1%	1,971	22.1%
45-64	1,190,047	22.2%	1,207,031	31.5%	44,581	20.4%	1,354	15.2
65-84	696,928	11.3%	516,220	13.5%	14,478	6.8%	179	2.0
85+	95,625	1.8%	42,805	1.1%	1,214	0.6%	4	0.0

Source: *Wi Traffic Crash Facts*

Male drivers ages 25-44 constitute the majority of fatally injured drivers with high ACs; this group has shown only a modest decline since the 1980s in the percentage of fatally injured drivers with high ACs.

While the number of very young people involved in crashes is low, it is symptomatic of a systemic, cultural problem of widespread availability of liquor and liquor-related community or interest group activities. While the 25 to 44-year-old group is greatly disproportionate in both general and alcohol related crashes, no age group is exempt. Wisconsin residents drink and drive at all ages.

The highest drinking driver rate continues to be for the 21 to 34-year-old age group; nearly two-thirds of 21 to 34-year-olds involved in crashes are drinking. . The second highest crash rate is for 19 to 20-year-olds at an average of 43 drinking drivers per 1,000 drivers in the age group involved.

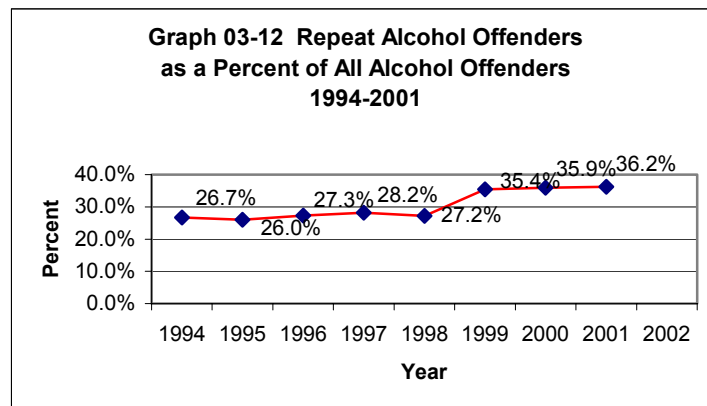
Location

In 2002 in Wisconsin's 72 counties, the number of alcohol-related deaths ranged from 0 to 22, and in only 7 counties were more than 10 persons killed. The number of persons killed or sustaining incapacitating injuries ranged from a low of 8 to a high of 991 by county, and in only 29 counties were more than 100 persons killed or incapacitated during 2002. These relatively small numbers make effective distribution of funds quite difficult.

Prior Impaired Driving Arrest

The National Transportation Safety Board (NTSB) defines "hard-core" drunken drivers as those with prior arrests or convictions who continue to drive drunk or people caught driving with a blood alcohol level nearly double the legal limit. NTSB estimates that such people make up less than one % of all drivers but make up 27% of drivers in fatal crashes.

Two-thirds of drinking drivers involved in fatal crashes in Wisconsin had no prior OWI convictions. In Wisconsin for the years 1991-2000, 13,871 drivers who had been drinking were involved in crashes that resulted in a fatality or an incapacitating injury. In 2000, of the 1,214 drivers involved in such crashes, 824 (68%) had not been convicted of an OWI since January 1, 1989 when long-term record keeping began. Interventions historically have been based on number of prior arrests, but most drivers in fatal alcohol crashes never have a chance to be entered into the system.



Time of Day/Day of Week

Alcohol involvement in crashes peaks at night and is higher on weekends than on weekdays. In 2001, among Wisconsin drivers of all types of motor vehicles killed between 1 pm and 6 am, 85% of those tested had ACs at or above 0.10. During other hours this percent drops to 74%. Nationally 40% of fatally injured drivers on weekends (6 pm Friday to 6 am Monday) and 53% of those killed in weekend nighttime crashes had ACs of 0.10% or more in 2000. During weekdays (6 am Monday to 6 pm Friday), the proportion drops to 21% but rises to 41% for weekday nighttime crashes.

Drugs Other Than Alcohol

Frequency: Only limited data are available on the frequency of drugged driving. In part, this is because many drug-impaired drivers are never detected. Secondly, many drug users also drink. So when they are detected, they may be arrested and statistically reported as being only alcohol impaired. In addition, due to economic and other factors, crash-involved drivers are seldom chemically tested for drugs other than alcohol. However, some research suggests that impairment by drugs other than alcohol may be a considerable problem.

Drug abusers routinely take combinations of drugs simultaneously. This behavior, called polydrug use, is so common in some areas the practice may be more prevalent than single drug use. One of the most frequent combinations involves alcohol with virtually any other drug. In a 1985 study, the Los Angeles Police Department tested 173 drivers arrested for being under the influence of drugs. Of these 81, or 47%, had consumed alcohol and some other drug in combination. Anecdotally, Manitowoc DREs see illegal drug in combination with alcohol use, especially high alcohol use. In many instances, toxicological tests are not being conducted for drugs. A 1990s UMTRI study suggested that about 5% of drivers arrested for alcohol impaired driving had ingested other drugs.

Other studies have indicated that drivers previously arrested for drug offenses pose a greater traffic safety risk than others. A report from the California Department of Motor Vehicles, *The Relationship Between Drug Arrests and Driving Risk*, concluded that drug arrestees are involved in nearly one and a half times as many serious traffic crashes as the general population, they commit a high number of traffic violations, and crash investigations have found them to have a significantly greater culpability than the general driving population.

During 2004, Wisconsin will participate in the international Roadside Testing Assessment 2 (ROSITA2) Project to test on-site saliva sample drug detection devices and to assess the prevalence of illegal drug use among drivers failing a standard field sobriety test.

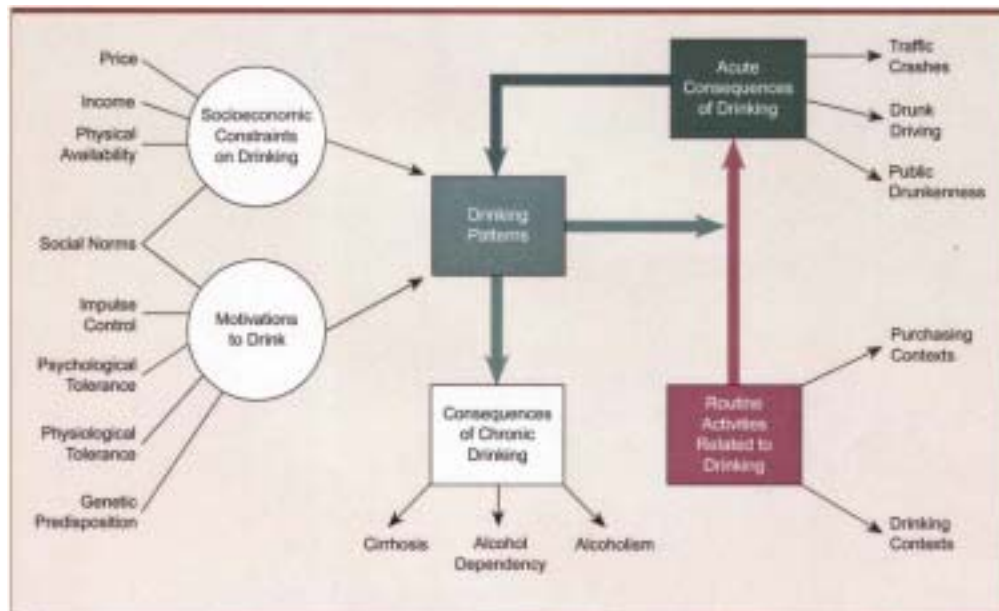
IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. Strategies Selected for 2004

The safety professional who wants to develop effective strategies for countering impaired driving must first recognize that drinking is a social behavior and a public health problem, and then must be able to identify the relationships between motivations to drink and socioeconomic constraints on

drinking, drinking patterns and routine activities related to drinking and associated consequences. These may vary between states and between communities and even within communities where there are marked differences in social groupings.

Figure 03-13: Ecological Model of Drinking Behavior



Alcohol Health & Research World Vol.17, No. 1, 1993

The 37% drop in alcohol-related deaths from 1982 to 1999 is generally attributed to stronger laws, tougher enforcement and adjudication, more effective public information and education, and changed attitudes about drinking and driving.

The **2003 Wisconsin Alcohol Reassessment** provided the following priority recommendations (organized by strategy):

Program Management:

- Enhance the identity of BOTS as the voice for change
- Encourage state and local input into the HSP development process
- Coordinate and consolidate impaired driving task forces and efforts
- Establish a Governor's Task Force on Impaired Driving

Enforcement/prosecution/adjudication:

- Establish a Law Enforcement Task Force on Impaired Driving
- Encourage enforcement agencies to make OWI a priority
- Form a judicial workgroup to improve OWI adjudication

Enactment:

- Increase the beer tax and dedicate a portion to enforcement, prosecution and adjudication
- Review all laws and regulations re: sale of alcohol and recommend changes

- Repeal law allowing persons under 21 to drink in licensed establishments when with a parent or spouse over 21.
- Enact 0.08 per se law
- Consider changing implied consent law to permit DMV administrative suspension for blood AC test refusal

Evaluation:

- Assign priority to completion of Model Impaired Driving Tracking System and coordinate other projects with this effort
- Communicate progress on Model Data System with all partners and stakeholders
- Assign priority to completion of CCAP portion of Model Data System to permit electronic records transfer between courts and DMV
- Redesign driver records inquiry system and redesign driver records abstracts to improve accessibility and usefulness
- Evaluate Safe Ride Program
- Research effects of Wisconsin's civil OWI statute

Education:

- Disseminate "Best Practices" information
- Implement a PI&E campaign to address cultural norms re: alcohol use and impaired driving
- Develop statewide PI&E campaign to reduce OWI injuries and fatalities

Strategy: Community Empowerment - Changing Societal Norms and Community Attitudes
Americans agree that drinking and driving is a serious problem. Societal norms have changed. Fewer people are driving after drinking and more are getting caught when they do. Equally important, Americans support the strict enforcement of these laws and swift and fair sentencing for offenders.

The literature on OWI includes many "lessons" on dealing with the drinking driver. While experts in the field may disagree, the following list of suggestions from the experts seems to recur regularly. All come from the literature representing in-depth studies from diverse perspectives.

- **Multiple Strategies:** A variety of measures should be available to use on drunk driving offenders. The most appropriate ones should be used in combination. No one measure, or set of measures, is most effective on every offender.
- **Individual Assessment:** Sanctions and/or treatment and educations programs should be tailored for each offender. Virtually all the sources say that an assessment should be made of each offender.
- **Monitoring:** All offenders should be closely monitored to ensure that they are meeting program requirements – and penalties for not meeting the requirements should be certain and immediate.

- **Hard-core Drinking Drivers:** Unfortunately, these “hard core” offenders are more likely to have alcohol problems and are less likely to be influenced by “rational” sanctions such as threats of fines or incarceration. For these offenders, the emphasis should be on incapacitation rather than on deterrence. Vehicle confiscation or immobilizations may be necessary.
- **Good records.** Without good records, offenders who have been caught driving drunk can pass themselves off as “first time offenders” several times. Many researchers oppose allowing “first time” offenders to escape having the OWI conviction included on their records because doing so allows them to repeatedly be “first time” offenders.

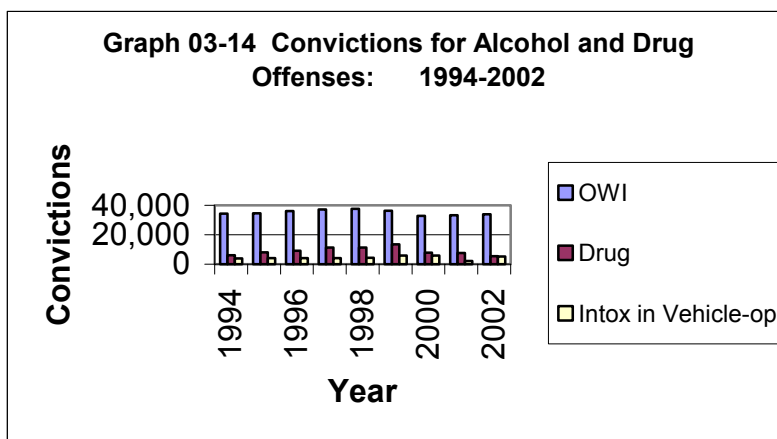
Excerpt from the Dieringer Research Group Database Search Report, Summary and Conclusions of the Evaluation of Alternatives to Incarceration for Repeat Drunk Drivers. (May, 2001)

The Wisconsin Legislature has funded two community-based alcohol programs. They provide continuing funding for community Intensive Supervision Projects initially funded with Highway Safety Funds, and they support the Wisconsin Tavern League’s “Safe Ride” program of free cab rides home from participating Tavern League member drinking establishments.

Strategy: Enforcement

In a 2002 telephone survey of a sample of 750 licensed drivers randomly distributed throughout Wisconsin, 90% of respondents thought that most impaired drivers are not pulled over by police, and almost 60% thought that only 5% or fewer impaired drivers are arrested. These respondents had relatively accurate understanding of Wisconsin OWI penalties; nearly 80% favored Safe Ride Programs and just under two-thirds thought that a passive alcohol sensor would be a valuable tool for traffic officers and that PAS do not infringe upon privacy rights.

In 2002 in Wisconsin, 44,452 or 5.1% of all traffic convictions were for alcohol or other drug-impaired driving offenses. Operating While Intoxicated (OWI) convictions rose gradually to a high of 37,130 in 1986, declined to 33,056 in 1989, rose again to a high of 38,056 in 1998, but have declined since then and totaled 33,983 in 2002, about the 1989 level.



"Saturation Patrols" are law enforcement efforts that combine a high level of sustained enforcement with intense enforcement mobilizations around the July 4 and December holiday periods. Mobilizations are high-profile law enforcement programs combined with paid and earned media, and evaluated in terms of public awareness and public changes in behavior. These Saturation Patrols will consist of 5 actions: 1) Sustained Enforcement – monthly OWI operations by agencies serving at least 65 % of the state's population; 3) Intense Publicity – paid and earned; 4) Pre/post Knowledge/Attitude/Behavior Surveys; and 5) Monthly Reporting of enforcement and media activity.

Wisconsin will organize a December holiday alcohol enforcement mobilization and a mid-summer traffic law enforcement mobilization concentrating on alcohol on 16 consecutive nights spanning three consecutive weekends by agencies serving at least 85% of the population. The agencies participating in the mobilizations will be required to maintain a high level of sustained enforcement by deploying monthly patrols combined with speed and other high-risk behavior enforcement efforts funded through the Police Traffic Services program.

A hard-hitting media campaign developed during 2003 will be integrated into the mobilization and sustained enforcement efforts. Pre- and Post-enforcement period surveys of public awareness of the mobilizations will take place in DMV stations. Participating agencies will be required to provide monthly activity reports.

One surprising effect of stepped up enforcement is that Driving After Revocation and Suspension has increased dramatically since 1990. In 2002, 22,392 convictions for Operation after Revocation and 25,288 convictions for Operation while Registration Suspended were entered on driver records. In Wisconsin counties, 15% of those found guilty of OWI do not follow through and receive their assessments or follow their "Driver Safety Plan" as ordered by the courts. This continues in a large part due to lack of follow up on judicial orders and findings of contempt or serving of bench warrants to insure compliance. These increases are occurring at a time that traffic law enforcement is competing with increased calls for service and increased pressure for criminal enforcement due to drug and gang activities.

Strategy – Education - Training of Law Enforcement Officers

Standard Field Sobriety Test (SFST) Training is a NHTSA-approved curriculum that has been demonstrated to provide highly accurate assessments of driver alcohol impairment, and that has gained court acceptance. All agencies receiving highway safety grants for traffic law enforcement require SFST training of their traffic officers. A state-funded position in BOTS schedules and administers SFST training statewide.

NHTSA developed a national Drug Evaluation and Classification (DEC) Program curriculum in partnership with the International Association of Chiefs of Police (IACP). By fall 1995, more than half the states and the District of Columbia had adopted the DEC program, and the program has gained court acceptance

Drug Recognition Expert (DRE) training produces certified officers who can reliably detect drug impaired drivers approximately 90% of the time. The DRE program is a valid method for identifying and classifying drug-impaired drivers. The DRE program requires scientifically sound support by the laboratory.

Drug Impairment Training for Educational Professionals (DITEP) provides expertise to school personnel in the detection of drug impaired students. A part-time DRE-trained former officer serves as the state's DRE and DITEP training coordinator. The Youth Alcohol Program Manager will incorporate DITEP training with other community/school youth efforts.

Strategy: Education - Training of the Prosecutorial and Judicial Community

The dissemination and sharing of information is a formidable task, especially with statute changes, new case law and ever changing technology. Getting correct information to judges, prosecutors, law enforcement, defense attorneys, legislators and educators is an ongoing challenge as is changing behavior. Highway-safety funded positions at the UW Law School perform legal research and write articles, provide information and consultation about impaired driving issues and policies to judges, prosecutors, defense attorneys, legislators and educators and organize the annual state impaired driving conference.

Strategy: Education - Public Information – Media Campaigns

Mass media can provide information to those ready, willing and able to receive that information. Education of the public and advocacy groups has helped enact legislation and transmitted knowledge about the provisions and penalties of laws in ways that increase their deterrent effect, and has generated public support for law enforcement programs.

Mass media can provide motivation for behavior change only in those drivers predisposed to change or when associated with another safety strategy such as traffic law enforcement. Intense publicity will be associated with periodic law enforcement mobilizations, relying on paid media and earned media, using a strong OWI enforcement message and media campaign developed during 2003.

B. Criteria for Project Selection

Alcohol Saturation Patrol (Mobilizations and Sustained Enforcement) Projects: Priority for funding will be given to the counties and communities:

- (1) with populations in excess of 10,000, and with many highway miles and other exposure factors;
- (2) with the most impaired driving crashes or impaired driving crashes with serious injuries and deaths and/or a high injury to death ratio;
- (3) demonstrating use of multiple sources of local data (crash, citation, conviction, CODES, e-codes, surveys) to identify local high-risk populations and locations, and to deploy patrols;
- (4) demonstrating willingness to coordinate enforcement with other community safety strategies, especially through a local Safe Community Coalition;
- (5) demonstrating willingness to coordinate activities with other jurisdictions;
- (6) demonstrating willingness and ability to commit local funding and other match; and to sustain traffic enforcement without Highway Safety funds;
- (7) with a plan for local evaluation of the effectiveness of targeted enforcement; and
- (8) with a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Smaller communities may be eligible if they demonstrate problems of unusual scope or unusual buy-in and effectiveness in past Highway Safety projects.

- Alcohol Community Projects: Priority for funding will be given to counties and communities with
- (1) populations in excess of 10,000 with many highway miles and other exposure factors -- or a smaller community with a problem of unusual scope or unusual buy in and effectiveness in past highway safety efforts;
 - (2) with the most impaired driving crashes or impaired driving crashes with serious injuries and deaths and/or a high injury to death ratio;
 - (3) demonstrating willingness to coordinate a range of safety strategies, programs and funds;
 - (4) demonstrating willingness and ability to commit local funding and other match; and to sustain the effort without Highway Safety funds;
 - (5) with a plan to evaluate the effectiveness of the innovation; and
 - (6) with a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Approved alcohol activities for inclusion in Safe Community programming include involvement of local prosecution and judiciary in leadership or planning, target audience identification and focus group data collection, incorporation of the new state alcohol media campaign into local materials and activities, organization of Victim Impact Panels, vendor training/ development of vendor standards for community events, Safe Ride programs coordinated through the local Tavern League, the Road Crew Program, law enforcement training in SFST and 8-hour Drug Block, and planning for inclusion in the Pretrial Intensive Supervision Program.

V. ACTIVITIES and ESTIMATED FUNDING by STRATEGY

A. General AOD Program

Strategy -- ADMINISTRATION

Activity: 04-03-01-AL PROGRAM MANAGEMENT

Problem: Short and long-term planning, coordination and management of the Alcohol and Drugged Driving Countermeasure Program and activities in Wisconsin.

Objectives: To achieve alcohol and youth alcohol program goals, employing the most effective and cost-effective strategies and activities.

Activities: Manage and administer alcohol and other drug safety program activities including analysis, grant applications, contract management and fiscal management of federal and state funded programs and projects, with assistance of 410 Advisory Committee, the DRE Oversight Committee and the SFST Advisory Committee. Manage and administer the Youth Alcohol Program coordinating all highway safety activities for Wisconsin youth, including the OJJDP Enforcing Underage Drinking Program, emphasizing prevention activities. Serve as a liaison to other DOT units, other state agencies, associations and organizations on alcohol highway safety issues.

Resources: \$160,000. \$153,000 for wage and fringe for Alcohol Program Manager and Youth Alcohol Program Manager, DP costs, M&S, training and travel, printing, postage. \$7,000 for Advisory Committee travel, meals and lodging.

Self-sufficiency: None.

Evaluation: Compare program objectives and planned activities with accomplishments and comment on reasons for success or lack thereof. Quarterly and final reviews and Annual report.

STRATEGY -- ENFORCEMENT

Activity: 04-03-02-AL MOBILIZATION and SUSTAINED ENFORCEMENT "ALCOHOL SATURATION PATROLS"

Problem: WI counties and municipalities that are over-represented in alcohol related crashes and that have at least 60% of the state's alcohol-related crashes and 85% of the State's population must participate in at least one alcohol mobilization as well as sustained enforcement efforts over the year to make WI eligible for 410 funding. These enforcement efforts must be tied to a strong message that creates an awareness of increased risk of enforcement by the traveling public.

Objectives

1. Organize "sustained" (at least once monthly) alcohol enforcement deployments "Saturation Patrol" coverage in areas representing more than 85% of the population of Wisconsin and in which at least 60% of the alcohol-related crash fatalities have occurred and/or a disproportionate fatality to crash ratio was observed.
2. Organize state participation in the national Alcohol Mobilization scheduled for December 2003 to reach 100% of the State's population.

Activities: Organize and schedule Alcohol Selective Traffic Enforcement-in at least 30 community saturation patrols during FFY04. Develop and coordinate a media campaign with a strong alcohol-enforcement message with these deployments and organize pre/post surveys to determine effectiveness of the activity.

Resources: \$370,000 for overtime wages, fringe, PI&E materials, M&S, postage.

Self-sufficiency: Voluntary participation in statewide effort is invited. Reports of effectiveness of Saturation Patrol countermeasure activity will be distributed statewide to encourage participation.

Evaluation: Pre/post KAB surveys, monthly activity reports, final enforcement activity reports, a final administrative evaluation report. BOTS Data analysis Unit will perform overall program evaluation.

STRATEGY -- EDUCATION - Training

Activity: 04-41-04-J8 LAW ENFORCEMENT SFST TRAINING – 410 funded

Problem: Law enforcement recruit training in Wisconsin currently does not prepare officers properly for detecting and apprehending impaired drivers.

Objectives: Train 1,000 officers in SFST and 50 officers in mobile video camera technology.

Activities: State-funded staff will organize, schedule and arrange for instructors and materials to implement training of traffic officers in SFST and Mobile Video Camera use.

Resources: \$120,000 for instructor wages, printing, postage.

Self-sufficiency: Establish the NHTSA 24 hour SFST curriculum as part of the basic law enforcement recruit curriculum. Encourage vendors of MVC equipment to provide comprehensive training.

Evaluation: Count the number of officers trained in SFST and in MVC use, and survey law enforcement agencies to determine impact of training.

STRATEGY -- EDUCATION – Public Information and Education

Activity: 04-41-01-J8 PUBLIC INFORMATION/MEDIA CAMPAIGNS - 410 funded

Problem: Both the dissemination of information about statute changes, improvements, new technology and improved program concepts and practices and the motivation of the various target groups to act on that information is required for the effectiveness of other safety strategies. Effective campaigns require

planning and packaging of information, motivational messages, selection of appropriate media and audience segments and organizing these in a timely manner. An umbrella campaign with a strong enforcement message is needed to support all enforcement efforts.

Objectives: 1. Increase the knowledge level and subsequently change the behavior of Wisconsinites regarding impaired driving. To incorporate PI&E into AOD programming in accord with long-range PI&E plan.
2. To reach 25% of the target audiences with appropriate messages and change the behavior of 25% of them.

Activities: Alcohol PI&E, Paid Media: Purchase time in appropriate locations and on appropriate media to increase awareness of enforcement activity. \$200,000
Alcohol PI&E, Reproduction: Production of the various campaign components created during 2003 and reproducing as needed current PI&E materials as our stock is depleted, if material is still timely and appropriate \$18,700
Educate WI about 0.08 and Impairment: Development and production of an educational campaign to counteract the misinformation widely broadcast during the Legislative debate about 0.08 \$60,000

Resources: \$ 278,700 Paid Media; Contractual services, printing, postage.

Self-sufficiency: If materials and messages are incorporated into multiple-strategy campaigns, they are more likely to be incorporated into behaviors, programs and organizations.

Evaluation: BOTS PI&E evaluation Administrative- number of persons receiving messages. Impact: Pre/post survey changes in KAB

Activity: 04-41-02-J8 UW LAW SCHOOL RESOURCE CENTER on IMPAIRED DRIVING: OUTREACH TO LEGAL COMMUNITY - 410 funded

Problem: The dissemination and sharing of information is a formidable task, especially with statute changes, new case law and ever changing technology. Getting correct information to judges, prosecutors, law enforcement, defense attorneys, legislators and educators is an ongoing challenge as is changing behavior.

Objectives: 1. Provide information about impaired driving issues and policies to 10,000 judges, prosecutors, law enforcement, defense attorneys, legislators, and educators by the end of 2004.
2. Coordinate an annual state alcohol conference by April 2004.
3. Evaluate effect of Resource Center on impaired driving in WI.

Activities: Resource Center on Impaired Driving: Continue funding support for 2.0 FTE positions plus administrative support and student stipends for the Resource Center at the UW Law School for information sharing and dissemination to the legal community by means of telephone consultations, organization of annual conference, research and writing of articles for legal publications. \$250,000

Resources: \$250,000 Contractual services, printing, postage.

Self-sufficiency: Continue dialog with UW Law School on this subject.

Evaluation: Monitor reports to identify the use of the Resource Center and efforts made to disseminate the information to interested parties. Tracking efforts to increase the sharing of information.

STRATEGY -- EMPOWERMENT – Community Programs

Activity: 04-03-03-AL COMMUNITY ALCOHOL PROJECTS

Problem: The most effective behavior change programs occur at the local level, taking into account local needs, resources and cultural practice. The most successful programs also make use of multiple strategies and disciplines to approach not only the individual but also the context in which he or she operates. Dane County's successful community-based reward program for notifying law enforcement about impaired drivers can be adopted by other communities. Wisconsin's Road Crew demonstration project to separate 21 to 34-year-old drinking drivers developed several models that can be adopted by other communities.

Objectives: 1. Assist 10 high-risk communities to develop multi-disciplinary, multi-strategy impaired driving programs with science-based activities and a strong evaluation component. \$50,000
 2. Mobile Eyes: To support the first of a four year coordination of a state Mobile Eyes program and develop the program in 10 communities. \$80,000.
 3. Road Crew program: Provide seed monies to three communities to work with the materials produced in our 21 to 34-year-old project to implement programs in their communities. \$20,000.

Activities: Coordinate with the Safe Communities Program to encourage the development of alcohol-focused community programs; support the development of statewide coordination of Dane County's Mobile Eyes reward program to expand the community-based impaired driving program into other communities; encourage the adoption of Road Crew activities, either as part of Safe Community activities or as stand-alone community projects..

Resources: \$150,000. \$50,000 for community programs. \$80,000 for wage, fringe, travel, training, contractual services, M&S, etc., for Mobile Eyes; \$20,000 for contractual services, printing and postage for the Road Crew.

Self-sufficiency: Additional and alternative funding sources will be investigated.

Evaluation: Documentation of the process. Impact and outcome evaluations of local activities.

Activity: 04-41-05-J8 PRE-TRIAL INTENSIVE SUPERVISION PROGRAM (ISP) - Federal 410 funded

Problem: Repeat OWI (Operating While Intoxicated) offenders continuing their impaired driving behavior.

Objectives: Implement 2 new community ISP efforts attempting to change the behavior and lifestyle of repeat OWI offenders.

Activities: Promote and implement 2 new ISP programs, assist to recognize their need and organizing the effort necessary to put a successful program in place. Continue to meet semi-annually with all program participants.

Resources: \$125,000 Wage and fringe, contractual services, M&S, travel, and lab fees.

Self-sufficiency: Federal funding is matched with state and local funding to initiate these programs.

Evaluation: BOTS is coordinating the evaluation effort that is required by the legislation that created the funding and prepares a report to the legislature every year.

Activity: PRE-TRIAL INTENSIVE SUPERVISION PROGRAM (ISP) - State Approp. 568

Problem: Repeat OWI (Operating While Intoxicated) offenders continuing their impaired driving behavior.

Objectives: Maintain the eleven community ISP efforts attempting to change the behavior and lifestyle of repeat OWI offenders and begin two additional programs.

Activities: Maintain the existing ISP programs using shared state/ local revenues.

Resources: \$779,400 for wage and fringe, contractual services, M&S, travel, and lab fees.

Self-sufficiency: This effort is self-sufficient. Funding is provided by the Wisconsin legislature.

Evaluation: BOTS is coordinating the evaluation effort that is required by the legislation that created the funding and prepares a report to the legislature every even year.

Activity: SAFE RIDE PROGRAM - State Approp. 531

Problem: Individuals who drive after having too much to drink.

Objectives: Support community Safe Ride programs coordinated through the local Tavern Leagues.

Activities: Provide rides home for individuals who should not be getting in their vehicles and driving.

Resources: \$140,143 state funding from offender fees provided to Tavern League member alcohol outlets for ride vouchers.

Self-sufficiency: This effort is self-sufficient. Fifty percent funding is provided by the Wisconsin legislature, the other 50% by the community.

Evaluation: BOTS is coordinating the evaluation effort with data assistance from the Tavern League Foundation.

Activity: 04-03-05-164AL SAFE RIDE PROGRAM – SEC 164

Problem: Individuals who drive after having too much to drink.

Objectives: Support community Safe Ride programs coordinated through the local Tavern Leagues.

Activities: Provide rides home for individuals who should not be getting in their vehicles and driving.

Resources: \$275,000 Set aside funding required by the 2001WI Legislature's Joint Finance Committee.

Self-sufficiency: This effort is self-sufficient. Fifty percent funding is provided by the Wisconsin legislature, the other 50% by the community.

Evaluation: BOTS is coordinating the evaluation effort with data assistance from the Tavern League Foundation.

STRATEGY -- EVALUATION

Activity: 04-03-04-AL EVALUATION OF EFFECTIVENESS OF ALCOHOL MOBILIZATION

Problem: The national Alcohol Mobilization model requires pre-mobilization and post-mobilization surveys of traveler knowledge, attitude and behaviors, and especially with regard to their awareness of the periods of increased enforcement.

Objectives: 1. To provide baseline and post-mobilization information about public attitudes and behaviors with regard to impaired driving and about the enforcement of impaired driving laws.

Activities: Hire consultants to develop and analyze the survey instrument, with oversight by BOTS.

Resources: \$70,000 consultant fees, contractual service

Self-sufficiency: One-time effort, will be replaced by state's periodic omnibus survey.

Evaluation: Administrative review of the evaluation efforts.

Activity: 04-03-06-164AL EVALUATIONS –SEC 164

Problem: Solutions to alcohol related highway safety problems are proposed or legislated without adequate evaluation as to the effectiveness of the proposal.

Objectives: 1. To evaluate 1993-2001 vehicle seizure/forfeiture activity.
2. To complete the 2003 evaluation of effectiveness of Ignition Interlock Devices (iids's)
3. To evaluate OWI law modifications implemented in the SFY02-03 budget as a result of Section 164
4. To perform pre/post surveys to evaluate the alcohol mobilizations (\$70,000)

Activities: Hire consultants to develop and implement the necessary procedures to meet objectives, oversight by BOTS.

Resources: \$140,000 consultant fees, contractual service

Self-sufficiency: One-time efforts.

Evaluation: Administrative review of the evaluation efforts.

B. Other Drugs Programs

STRATEGY -- ADMINISTRATION - Drugs That Impair Driving

ACTIVITY: 04-41-03-J8 DRE PROGRAM SUPPORT 410-funded

Problem: Law enforcement officers need to be trained in detection and recognition of individuals impaired by drugs other than alcohol. The effort to detect drug-impaired drivers is growing and therefore needs more attention. As of summer, 2003, WI has 87 DRE;s and 12 instructors.

School Administrators, teachers and nurses are not prepared for detecting drug abuse among the student population or for identifying drug paraphernalia. As of summer, 2003, WI has 8 DITEP instructors.

Objective: Support contract coordinator for the DRE (Drug Recognition Expert) program.
Expand the DITEP program into 15 communities.

Educate at least 500 educational professionals in the detection of drug impairment in students.

Activities: DRE Program Coordination: Contract with DRE-trained former law enforcement officer for program oversight. \$35,000

DITEP Program Delivery: Support the DITEP (Drug Impairment Training for Educational Professionals) program being delivered in 15 Wisconsin communities. \$10,000

Resources: \$45,000 Contractual services and instructor fees.

Self-sufficiency: One-time effort to assist the communities to implement a DRE Program and support for teaching the DITEP program.

Evaluation: Administrative: log/record community assistance and support of DRE program. Quarterly reports showing pros & cons of implementation of DRE program and suggestions for improvements.

STRATEGY -- EDUCATION -- Training

Activity: 04-41-03-J8 LAW ENFORCEMENT DRUG DETECTION TRAINING - 410-funded

Problem: Law enforcement officers require training in the detection and recognition of drivers impaired by drugs other than alcohol. Law enforcement recruit training in Wisconsin currently does not prepare officers properly for detecting and apprehending drug-impaired drivers.

Objectives: 1. Train 400 officers in the advanced SFST, Drugs That Impair Driving.
2. Train 25 officers as DREs (Drug Recognition Experts) and support instructor quarterly updates

Activities: Funding support for training officers in advanced SFST- the Eight Hour Drugs That Impair Driving block; and partial support for a DRE class.

Resources: \$50,000. \$10,000 for Advanced SFST-8 Hour Drug Block instructor wages, printing, postage; \$40,000 for DRE instructor wages, student lodging and meals, educational contractual services, printing, postage.

Self-sufficiency: Expose more officers to the signs and symptoms of drug-impaired driving, and establish as a normal part of enforcement training in WI. Partial corporate sponsorship of the DRE training will be attempted.

Evaluation: Count the number of officers trained and survey law enforcement agencies to determine impact of training; report the number of school administrators trained in DITEP.